



CITY COUNCIL AGENDA REPORT

MEETING DATE: AUGUST 17, 2010

ITEM NUMBER:

SUBJECT: GENERAL PLAN SCREENING REQUEST GPS-10-01 FOR AN ASSISTED LIVING FACILITY (FORMER GLABMAN FURNITURE BUILDING) AT 3089 BRISTOL STREET

DATE: AUGUST 5, 2010

FROM: PLANNING DIVISION/DEVELOPMENT SERVICES DEPARTMENT

PRESENTATION BY: CLAIRE FLYNN, AICP, PLANNING ADMINISTRATOR
KIMBERLY BRANDT, AICP, DIRECTOR

FOR FURTHER INFORMATION CONTACT: CLAIRE FLYNN
(714) 754-5278

RECOMMENDATION

Accept General Plan Amendment request for further processing.

BACKGROUND

Project Site

The 1.3-acre site is located at 3089 Bristol Street and was previously occupied by Glabman Furniture. The property is zoned C1 (Local Business District) with a General Commercial General Plan designation. It is located south of the three-to five-story Hanford Hotel (formerly Holiday Inn) and McDonalds. Single-family residential homes along Trinity Drive directly abut the property to the west/northwest. The Hilton Hotel is across the street on the east side of Bristol.

General Plan Screening Criteria

City Council Policy 500-2 establishes a procedure for processing privately initiated General Plan amendments. This procedure involves a City Council screening of these requests prior to their acceptance for formal processing. The policy includes three criteria for accepting requests and two criteria for rejecting requests. The acceptance criteria are as follows:

1. A General Plan amendment is necessary to resolve inconsistency between the General Plan designation and zoning of a parcel.
2. A General Plan amendment is necessary to provide a uniform land use designation on a single parcel.
3. A General Plan amendment would result in decreased traffic impacts from the property.

The criteria for rejecting an application are as follows:

1. The request applies to a single small lot or a small area, especially if the change would make the property inconsistent with surrounding properties.
2. The property is located in the Redevelopment Area and requires action by the Redevelopment Agency to amend the Redevelopment Plan.

In addition to the above criteria, the policy also states that no request shall be accepted that would increase the overall, citywide development cap. It does, however, allow amendments that would result in development exchanges or transfers to be considered. The policy also acknowledges these criteria are only guidelines and City Council may accept an application which does not meet the criteria if it finds there are overriding reasons to do so.

ANALYSIS

Proposed Project

The proposal involves a new institutional use, a State-licensed Assisted Living Facility with memory care units, as follows:

- Four- to Five-Story Building
- 165 Assisted Living Units
- Supportive Offices, Dining Hall, Resident Recreation Room
- Structured Parking

The Assisted Living Facility is proposed to bridge the gap between independent living and nursing homes. Nursing homes are designed to care for physically and medically dependent people who are no longer able to care for themselves. The residents have numerous health care/medical requirements. The proposed Assisted Living Facility will offer assistance in meal preparation, bathing, household chores, and daily living errands.

General Plan Screening Request

This General Plan Screening request involves amending the General Plan to allow:

- General Plan Amendment for a site-specific floor-area-ratio (approximately 2.7 FAR maximum proposed). The General Commercial land use designation limits development to 0.30 FAR. This request is for a development bonus in order to construct a five-story mid-rise structure for assisted living.

NOTE: It should be noted that General Plan Land Use Policy LU-1C.2 limits building height to four stories above grade south of the I-405 Freeway, except for special purpose housing, such as elderly, affordable, or student housing. In this case, staff believes that a General Plan amendment for a site-specific building height (maximum five stories

proposed) is not required because the proposal involves "special purpose housing" for the elderly.

If this proposal is accepted for processing, the following discretionary approvals are required:

- General Plan Amendment for site-specific FAR
- Conditional Use Permit for Assisted Living Facility in a C1 zone
- Potential variances from development standards (i.e. building height and setback requirements) as applicable

Project Issues

Following is a summary of major issues related to the Assisted Living proposal:

1. *Project complies with a General Plan Acceptance Screening Criteria.* City Council Policy establishes three criteria for accepting GPA requests: (a) it resolves an inconsistency between General Plan and zoning for a parcel; (b) it is necessary to provide a uniform land use designation for a parcel; and (c) it would result in decreased traffic impacts. The project appears to comply with criteria "c" in that an Assisted Living Facility is theoretically expected to generate less traffic compared to a commercial land use. However, a traffic study will need to be validated when this request is accepted for processing, and trip generation will be dependent on the proposed intensity of the project (density, floor-area-ratio, etc.).
2. *Project is consistent with General Plan Land Use Goal LU-1.* General Plan Goal LU-1 emphasizes a balanced community of diverse land uses and stresses reasonable land use intensity limits. This project would introduce one of the first Assisted Living facilities, and it is anticipated to be within the development capacity of the General Plan. It will serve the needs of the elderly community and bring new medical and service support related jobs to the City.
3. *Project would need to show consistency with Land Use Policy LU-1C.1 regarding multi-story structures.* This policy permits the construction of buildings over two stories or 30 feet only when it can be shown that the structure would allow adequate light, air, privacy, and solar access to existing land uses.

The original proposal described in the applicant's letter (Attachment 2) involved a **six-story** building. A **revised** letter and concept plan (dated August 5, 2010) reflects a height reduction to five stories and corresponding unit reduction from 205 to 165 units (Attachment 3).

The building steps down from five stories facing Bristol Street to four stories along the rear of the property abutting residential uses. A diverse mix of

mature trees (see Concept Plan, Attachment 4) for screening purposes is proposed in the westerly area of the property adjacent to residential uses.

Analysis of building height/setbacks, shade/shadow effects, privacy impacts, aesthetics, and other development related issues will need to address consistency with this policy. This is particularly important given that the property directly abuts single-family residential properties along Trinity Drive.

4. Revised project would need to maintain acceptable levels of service at major intersections. A traffic study is being prepared for this project. An Assisted Living Facility is considered a low traffic generator in the C1 zone. Transportation Division will be reviewing appropriate traffic generation (trip rates) for the project, access to Bristol Street and Paularino Avenue, and adequate parking.
5. Mitigated Negative Declaration will provide environmental analysis of project impacts. Pursuant to State law, environmental documentation is required for this development project. A full evaluation of the environmental impacts of the project (including land use compatibility, building height, traffic, parking, water quality, and drainage) will be completed by an outside consultant. The environmental document will fully disclose the environmental issues related to the project and will be circulated for a 30-day public review period prior to Planning Commission / City Council hearings.

While public notice is not required for General Plan screening requests due to the early stage in project development, a public notice was mailed to property owners within a 500-foot radius of the project site. This includes the residential property owners in the adjacent residential community to the west.

ALTERNATIVES

City Council has the following options for consideration:

1. Accept General Plan Amendment request for processing. This action allows the project to move forward for entitlement processing during which further analysis will be completed. **This action does not represent a guarantee that the project will be approved.**
2. Deny General Plan Amendment request from further processing. There are no current plans to change the existing Glabman Furniture building on the property.

FISCAL REVIEW

Fiscal review is not required for this item.

LEGAL REVIEW

Legal review is not required for this item.

CONCLUSION

The proposed Assisted Living Facility satisfies several General Plan goals with regard to development of a diverse mix of land uses and redevelopment of marginal properties. It involves demolition of a furniture showroom that has been vacant for several years (excluding short-term, seasonal tenants for liquidation sales). While there are some major issues that would need to be addressed (i.e. land use compatibility with adjacent residential uses and five-story structure height), staff believes that this project merits further review through the processing of a General Plan amendment.

However, Council's acceptance of this project for General Plan Amendment processing is not an assurance that the project will be approved.



CLAIRE FLYNN, AICP
Planning Administrator



KIMBERLY BRANDT, AICP
Development Services Director

Attachments:

1. Vicinity Map/Site Photographs
2. Applicant Letter
3. Revised Letter
4. Concept Plans

cc: City Manager
Assistant City Manager
City Attorney
City Clerk
Public Services Director
City Engineer
Transportation Svs. Manager
Staff (4)
File (2)

Paul Freeman
602 Poinsettia Ave.
Corona del Mar, CA 92625

Patterson Development
160 Newport Center Drive #3, Suite 100
Newport Beach, CA 92660

File: 081710GPS1001

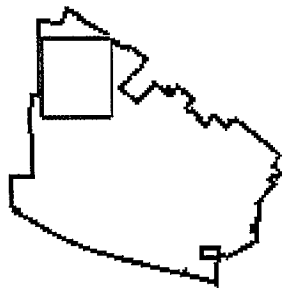
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Time: 10:15 a.m.

City of Costa Mesa

3089 BRISTOL STREET - [Created: 8/5/2010 10:28:04 AM] [Scale: 457.07] [Page: 8.5 x 11 / Landscape]

Overview Map

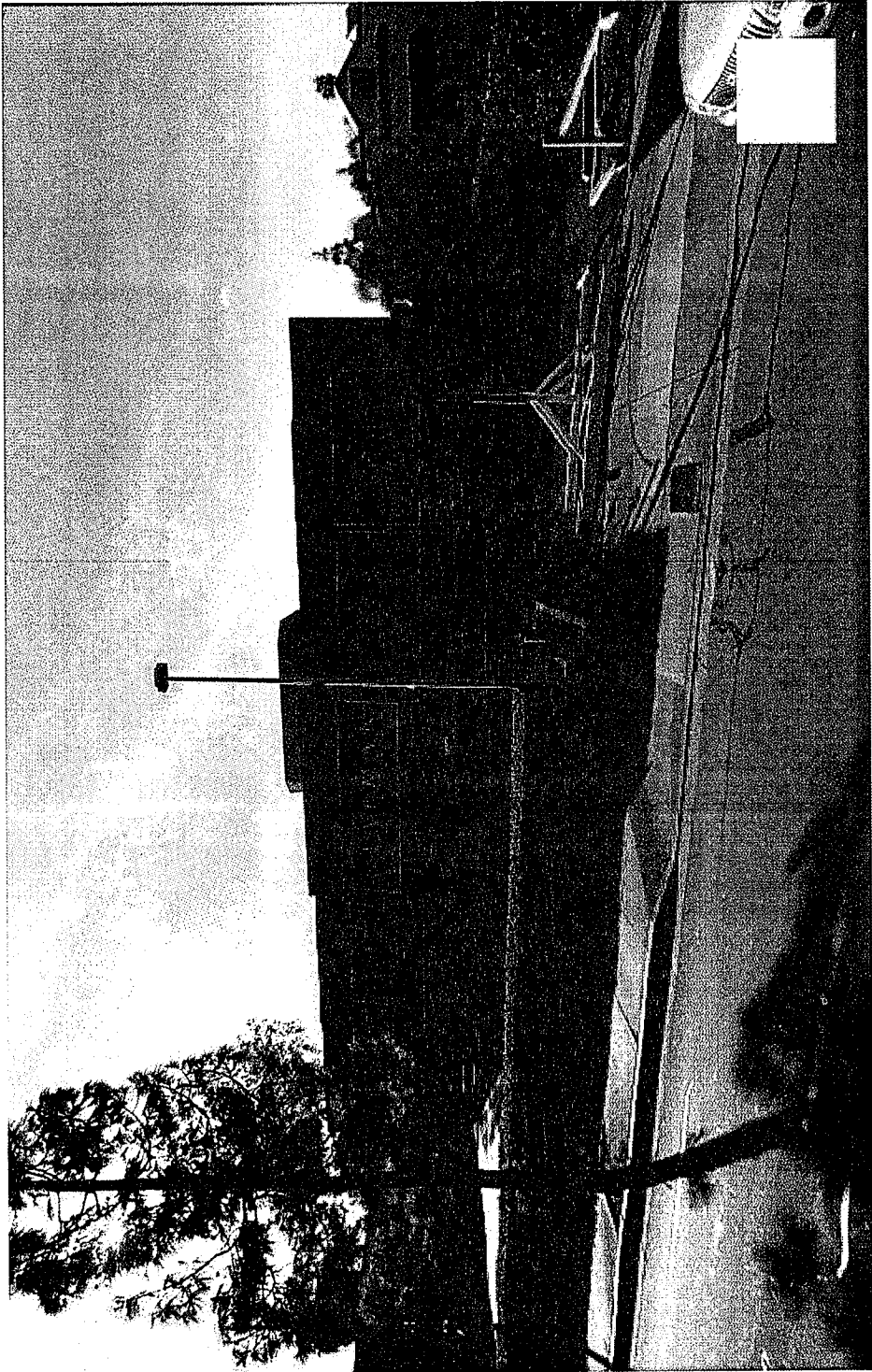


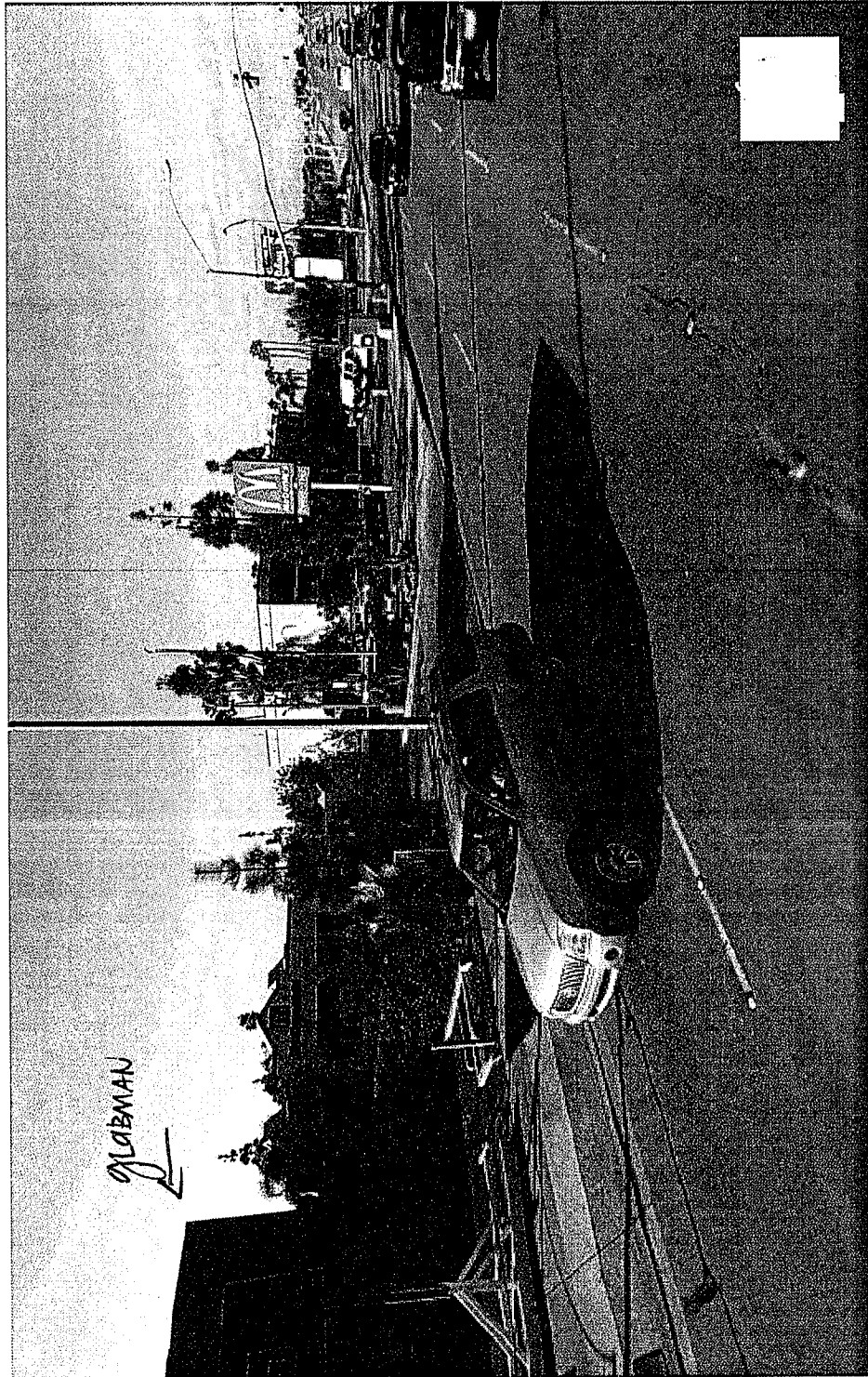
Map Display



Legend

Address Points	Street Names
Freeway	Street Centerlines
Roads	ROW Lines
Collector	Parcel Lines
Freeway	City Boundary
Major	
Newport Blvd	
Primary	
SECONDARY	
Hydrology	
BY	
Channels	







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Proposed Assisted Living Project—Former Glabman Furniture Site

p. 1 of 3

The Property

The subject address is 3089 Bristol Street located on the west side of Bristol Street, south of the I-405 Freeway, north of Paularino Avenue, and roughly across from the Hilton Hotel. For many years this site was the home of the Glabman Furniture store.

General Plan & Zoning

The proposed use—assisted senior living with units reserved for those with memory disorders—is encouraged by existing City General Plan and other policies related to a balance of specialized housing and the provision of basic social services. This would be only the second such project the City has approved.

The property is located in the City's General Commercial area in the C1 Local Business zone that allows assisted living with a Conditional Use Permit. Therefore the proposal comports with the existing General Plan designation and is consistent with the current underlying zoning.

This would be a very quiet, clean, and low-traffic generating use. The only non-conforming feature of the project as proposed is a higher Floor Area Ratio than would otherwise be allowed: this is what triggers the need for a General Plan Amendment.

The Project

The proposed project involves a General Plan Amendment and a Conditional Use Permit, along with the normal City processes governing environmental analyses and review of the project's design, grading, infrastructure, and building plans.

It is anticipated that the project will require a mitigated negative declaration with traffic, air quality, and possibly other analyses as required by Costa Mesa City staff.



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Proposed Assisted Living Project—Former Glabman Furniture Site

p. 2 of 3

The Project, continued

Project Overview. The plan is to construct and operate, subject to City approvals and licensing by the State of California, a 153,107 square foot assisted senior living facility.

The facility will have a total of 217 beds configured inside 205 dwelling units. The Alzheimer's/Memory Care component will have 45 units with 49 beds. The balance of assisting living spaces will be in 160 units with 168 beds.

In addition to living spaces there will be dining and kitchen areas, social activity rooms, housekeeping areas, and ancillary offices. At it highest point the building will be six-stories, or just under 70 feet.

Structured parking per City code will accommodate staff and visitors.

Description of Population to be Served by Project. The facility is designed to serve the needs of a particular segment of the aging population.

Target markets will include seniors in the City of Costa Mesa and Costa Mesa residents who want to have their parents or other elderly loved ones nearby.

Services will include assistance with daily routines and activities of frail elderly and Alzheimer's patients. Daily activities include exercise, meals, socializing, and short trips in the community. The average age of residents will range from 80 to 83 years, with women on average slightly older. Most of the residents, 75 percent or more, will most probably be women. The average length of residency is a little more than two years.

Reasons for Initiating this Application. The applicant is initiating project approvals as the expectation is that construction can proceed after legislative approvals are granted.

This application serves the applicant's private interest by allowing the landowner to profitably develop a worthwhile project in a market with relevant pent up demand.



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Proposed Assisted Living Project—Former Glabman Furniture Site

p. 3 of 3

The Project, continued

Reasons for Initiating this Application, continued.

This application serves the public interest in four significant ways:

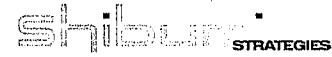
- It provides a project more attractive and far less impactful than most alternatives.
- It provides an appropriate buffer between the Bristol corridor and residential neighbors.
- It meets a growing social need in both the City and in the southern California region.
- It provides net fiscal benefits for the City.

Summary of Project Benefits. The project will meet a growing social need in the region while providing an appropriate local transition in use from a busy commercial street and the eight-story hotel across the street to the residential area located behind the property. As a practical matter—given the very quiet nature of the proposed use—the project's traffic, noise, and other impacts on all the surrounding neighboring properties will be significantly less as compared with virtually any other of the many alternative uses that would be permissible and without any need to obtain any General Plan Amendment.

Additional Project Benefits. Longtime City residents who now must look outside the City, when they need this sort of specialized care, will be able to remain in Costa Mesa. Another benefit will be a new, attractive building with enhanced landscaping along a high profile public street that serves as a northern City gateway from the I-405 Freeway.

PATTERSON DEVELOPMENT COMPANY. Pat Patterson is the founder and principal of Patterson Development. His most recent development is a comparable assisted living project in Huntington Beach. Approved by Huntington Beach in 2009, it will be a 115,000 square foot assisted living project with 123 total units. Pat's development and acquisition portfolio during the last decade amounts to 4.24 million square feet in southern California with all but 700,000 square feet of that total in Orange County.

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August 5, 2010

Claire L. Flynn, AICP
Planning Administrator
City of Costa Mesa
77 Fair Drive
Costa Mesa, CA 92628

Re: Patterson Development Project
3089 Bristol (formerly Glabman Furniture)

Dear Claire:

Please accept this letter as memorializing our commitment to revising the subject property per our recent discussion.

In lieu of the originally envisioned 6-story building, we now are proposing a building that along Bristol will be five stories and facing westerly to the neighbors on Trinity will read as four stories.

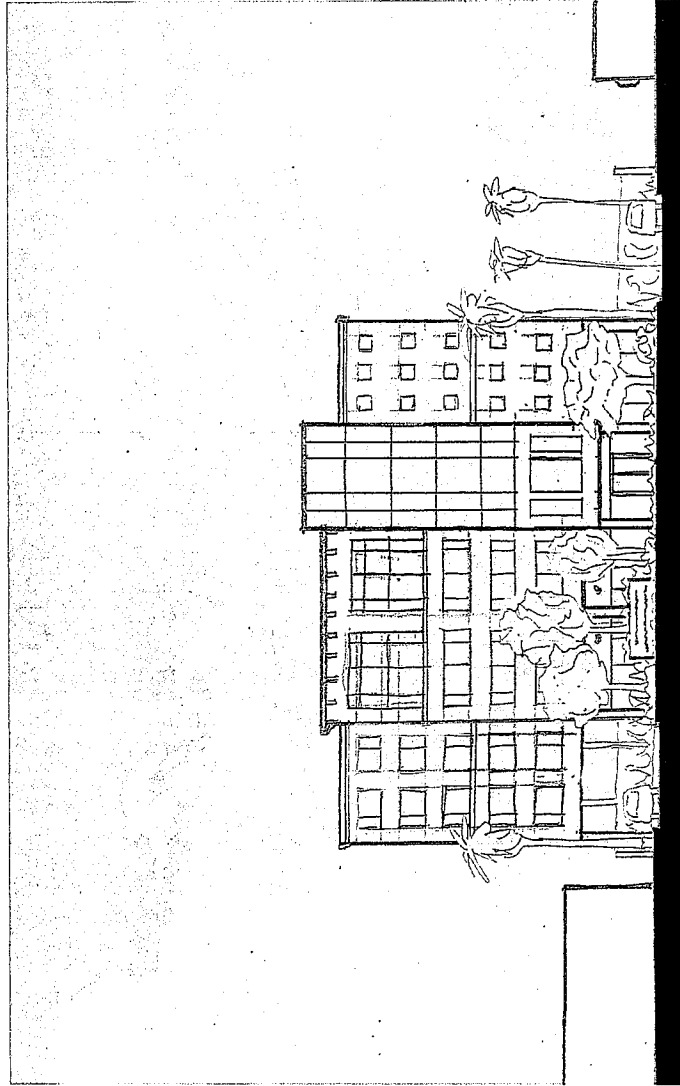
This is a substantial revision. It results in a reduction of total units from 205 to 165. This revision primarily reflects our discussions regarding neighborhood visual impacts. We think overall—with the building as now proposed, especially with the landscaping we are suggesting as reflected in the graphics I provided to you yesterday—the net result is a project with a significantly softened and highly pleasing aesthetic.

We looking forward to working with staff and reaching out to the neighbors in advance of hearings later this year.

Thanks much for your guidance on the screening process.

Paul Freeman
Authorized Agent

Bristol Assisted Living



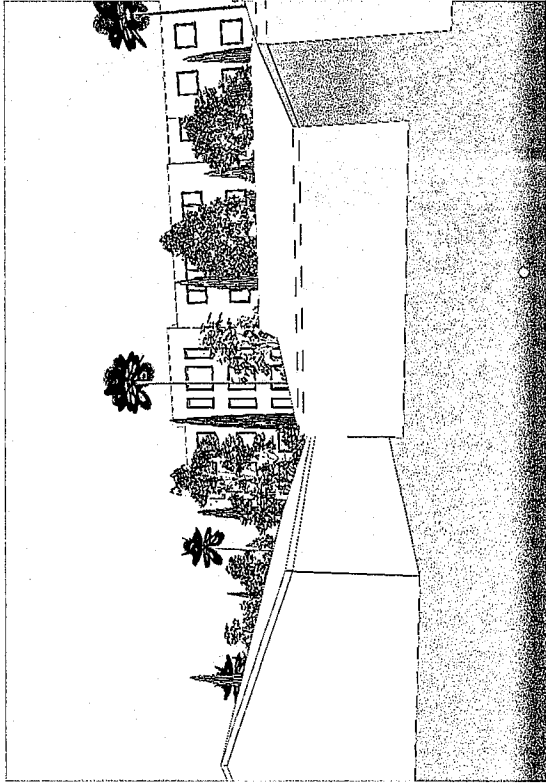
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ARCHITECTS

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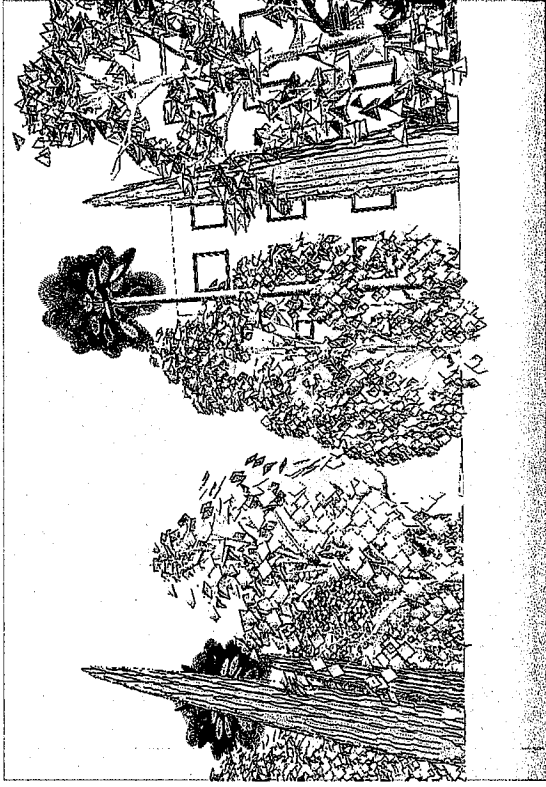
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PLOT DATE: 8/22/10

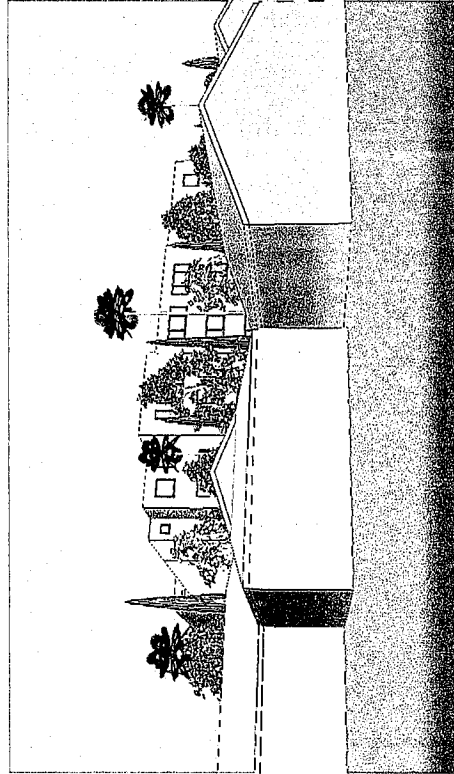
ATTACHMENT 4



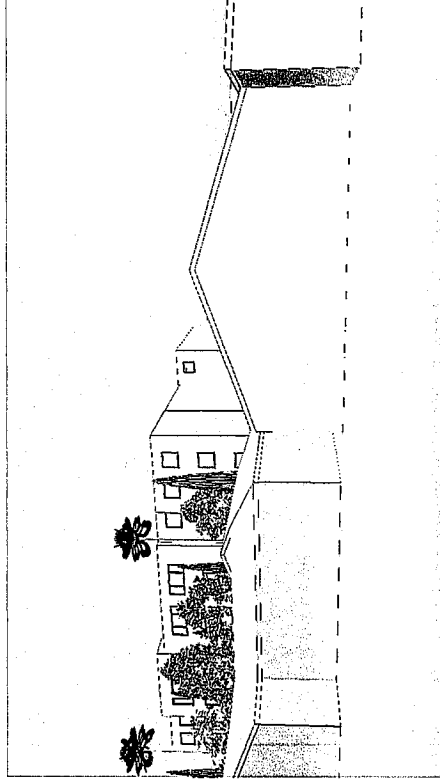
From 3086 Trinity



From 3090 Trinity



From 3095 Trinity



From 3083 Trinity